

Louisiana Senate Finance Committee



FY24 Executive Budget

08 - Department of Public Safety and Corrections

08C - Youth Services (Office of Juvenile Justice)

20-452 — Local Housing of State Juvenile Offenders

March 2023

Senator Patrick Page Cortez, President Senator Bodi White, Chairman



FY24 Recommended Budget Schedule 08C — Youth Services Agencies

Departmental mission — "To provide at-risk and delinquent youth the opportunity to become responsible and productive citizens using partnerships with families, communities, and other entities with emphasis on the safety of youth and the public."

Office of Juvenile Justice



Youth Services Program

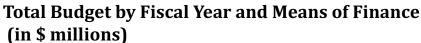
- Reorganized for FY24 The Youth Services Program consolidates the former regional system, including administration, juvenile probation and parole, and contract services into one agency.
 - Program Management
 - Treatment Services
 - Supervision Services
 - Continuum of Care

• Auxiliary Program

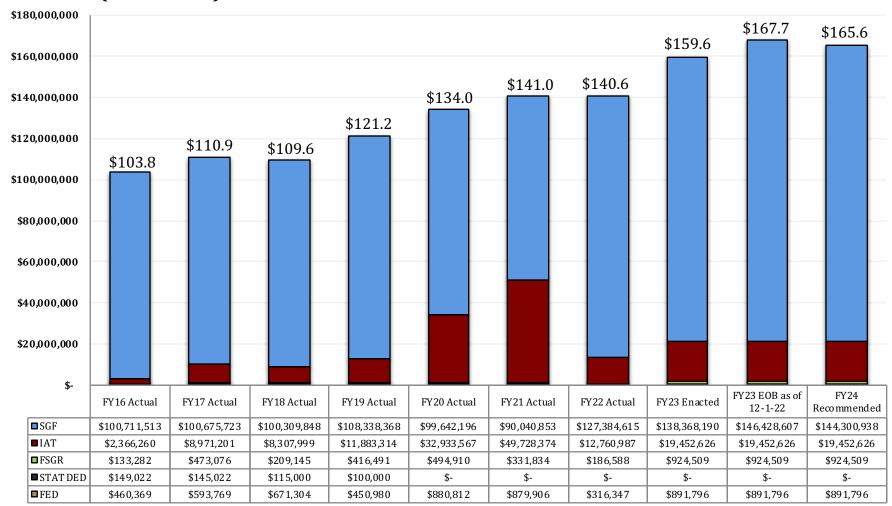
- Fee-based program providing canteen services, recreational materials, activities, etc.
 - Canteen
 - Youth Welfare Fund



Youth Services Changes in Funding since FY16



Change from FY16 to FY24 is 60%. Change from FY16 to FY22 is 35%.





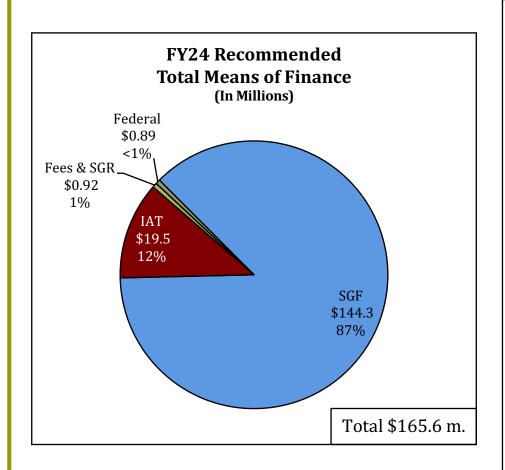
Youth Services Statewide & Agency-Specific Adjustments for FY24

State General Fund (Direct)	Interagency Transfers	Fees and Self-generated Revenues	Statutory Dedications	Federal Funds	Total	T.O.	Adjustment
\$146,428,607	\$19,452,626	\$924,509	\$0	\$891,796	\$167,697,538	907	FY23 Existing Operating Budget as of 12-1-22
(\$1,437,303)	\$0	\$0	\$0	\$0	(\$1,437,303)	0	Attrition Adjustment
\$11,630	\$0	\$0	\$0	\$0	\$11,630	0	Capitol Police
\$3,869	\$0	\$0	\$0	\$0	\$3,869	0	Civil Service Fees
\$356,402	\$0	\$0	\$0	\$0	\$356,402	0	Civil Service Training Series Adjustment
\$220,750	\$0	\$0	\$0	\$0	\$220,750	0	Group Insurance Rate Adjustment for Active Employees
\$119,170	\$0	\$0	\$0	\$0	\$119,170	0	Group Insurance Rate Adjustment for Retirees
(\$17,448)	\$0	\$0	\$0	\$0	(\$17,448)	0	Legislative Auditor Fees
\$7,166	\$0	\$0	\$0	\$0	\$7,166	0	Maintenance in State-owned Buildings
\$1,538,007	\$0	\$0	\$0	\$0	\$1,538,007	0	Market Rate Salary Adjustment – Classified
(\$2,688,541)	\$0	\$0	\$0	\$0	(\$2,688,541)	0	Non-recurring 27th Pay Period
(\$8,060,417)	\$0	\$0	\$0	\$0	(\$8,060,417)	0	Non-recurring Carryforwards
\$4,389	\$0	\$0	\$0	\$0	\$4,389	0	Office of State Procurement
\$187,013	\$0	\$0	\$0	\$0	\$187,013	0	Office of Technology Services (OTS)
\$1,806,947	\$0	\$0	\$0	\$0	\$1,806,947	0	Related Benefits Base Adjustment
(\$2,022)	\$0	\$0	\$0	\$0	(\$2,022)	0	Rent in State-owned Buildings
\$380,303	\$0	\$0	\$0	\$0	\$380,303	0	Retirement Rate Adjustment
\$835,772	\$0	\$0	\$0	\$0	\$835,772	0	Risk Management
\$3,024,730	\$0	\$0	\$0	\$0	\$3,024,730	0	Salary Base Adjustment
(\$2,186)	\$0	\$0	\$0	\$0	(\$2,186)	0	UPS Fees
(\$3,711,769)	\$0	\$0	\$0	\$0	(\$3,711,769)	0	Total Statewide Adjustments
\$1,584,100	\$0	\$0	\$0	\$0	\$1,584,100	0	Total Other Adjustments
\$144,300,938	\$19,452,626	\$924,509	\$0	\$891,796	\$165,569,869	907	Total FY24 Recommended Budget
(\$2,127,669)	\$0	\$0	\$0	\$0	(\$2,127,669)	0	Total Adjustments (Statewide and Agency-Specific)

Other Adjust	ments						
State General Fund (Direct)	Interagency		Statutory Dedications		l Total	T.O.	Adjustment
							Provides additional funding for contracts with local detention centers for long-term secure care housing for approximately 50
\$1,584,100	\$0	\$0	\$0	\$0	\$1,584,100	0	youth offenders in lieu of state secure care facilities.
\$1,584,100	\$0	\$0	\$0	\$0	\$1,584,100	0	Total Other Adjustments



Youth Services FY24 Recommended Means of Finance



Non-SGF Sources of Funding:

Interagency Transfers are the largest source of funding outside of State General Fund, making up 12 percent of the overall Means of Finance. Interagency Transfers come from the state Department of Education for Titles I and II funding and MFP dollars to school districts for youth offender education; juvenile justice grants from LCLE; cost reimbursement for youth eligible under Title IV-E and TANF from DCFS; and from DOC for CJRI savings.

Fees and Self-generated Revenues are derived from the Youthful Offender Management Fund account; partial reimbursement of probation and parole fees from parents; restitution and contraband seized from youth offenders; employee meal purchases and other vending; use of the Cecil J. Picard Educational and Recreational Center; and canteen sales and telephone commissions at juvenile centers.

Federal Funds are derived from U.S. Department of Justice grant programs, and the Social Security Administration for disability and survivor benefits for eligible youth as cost reimbursement for their care.



Youth Services FY23 Enacted vs. FY24 Recommended Comparison by Agency

FY23 Enacted							
Total MOF by Agency	SGF	IAT	FSGR	Stat Deds	Federal	Total	<i>T.O.</i>
Administration	\$16,419,458	\$1,797,036	\$35,886	\$0	\$84,016	\$18,336,396	48
North Region	\$37,534,876	\$3,048,848	\$98,694	\$0	\$51,402	\$40,733,820	345
Central/Southwest Region	\$25,108,895	\$1,392,576	\$254,474	\$0	\$10,900	\$26,766,845	233
Southeast Region	\$32,591,236	\$1,405,799	\$58,147	\$0	\$32,927	\$34,088,109	281
Contract Services	\$26,713,725	\$11,808,367	\$241,626	\$0	\$712,551	\$39,476,269	-
Auxiliary	\$0	\$0	\$235,682	\$0	\$0	\$235,682	-
TOTALS	\$138,368,190	\$19,452,626	\$924,509	\$0	\$891,796	\$159,637,121	<i>907</i>

FY24 Recommended Total MOF by Agency	SGF	IAT	FSGR	Stat Deds	Federal	Total	T.O.
Youth Services	\$144,300,938	\$19,452,626	\$688,827	\$0	\$891,796	\$165,334,187	907
Auxiliary	\$0	\$0	\$235,682	\$0	\$0	\$235,682	-
TOTALS	\$144,300,938	\$19,452,626	\$924,509	\$0	\$891,796	\$165,569,869	907
Difference FY23 Enacted to							
FY24 Recommended	<i>\$5,932,748</i>	\$0	\$0	\$0	\$0	<i>\$5,932,748</i>	-

The FY24 Recommended Budget for Youth Services is an increase of \$5.9 million over FY23 Enacted. This equates to a percentage increase of 3.8.

Because of the reorganization of the department, a direct comparison of agencies is indeterminable. The only growth over the time period was an increase in State General Fund means of finance of \$5.9 million.

Authorized T.O. positions remain unchanged at 907.



Categorical Expenditures Examples of Categories

Departments expend funding in the five major categories listed below.

Personal Services

- Salaries Regular, overtime, and termination pay for Classified and Unclassified personnel.
- Other Compensation Wages, student labor, compensation for board members and/or board of trustees, evening instruction, university instructors, etc.
- Related Benefits Retirement contributions, post-retirement contributions/benefits, FICA tax, Medicare tax, group insurance contributions, compensated absences, other related benefits, taxable fringe benefits, etc.

Total Operating Expenses

- Travel In-state and Out-of-state, including meal reimbursement.
- Operating Services Advertising, printing, insurance, maintenance, rentals, data processing, internet costs, dues and subscriptions, mail delivery, telephones, data lines, vehicle tracking and telematics, utilities, depreciation, amortization, banking services, credit card fees, etc.
- Supplies office supplies and equipment, computers, clothing and uniforms, medical, pharmaceutical, food, automotive, repair and maintenance, software, etc.

Professional Services – Accounting, auditing, management consulting, engineering, architectural, legal, medical and dental, veterinary, information technology, etc.

Total Other Charges

- Other Charges Aid to school boards, local government, etc.; public assistance; miscellaneous charges; judgments, fines, and penalties; interest on judgments; punitive/compensatory damages; OC personal services, operating expenses, professional services; contract attorney expenses; recoupments; furlough; contractual services; interest expense; claim payments; commercial group insurance; reinsurance; loans issued; disbursements; etc.
- Debt Service Principal, interest, related charges, reserve requirement, amortization, and bond premiums.
- Interagency Transfer Line-Item Expenditure Any expenses paid for with Interagency Transfers from commodities and services to equipment.

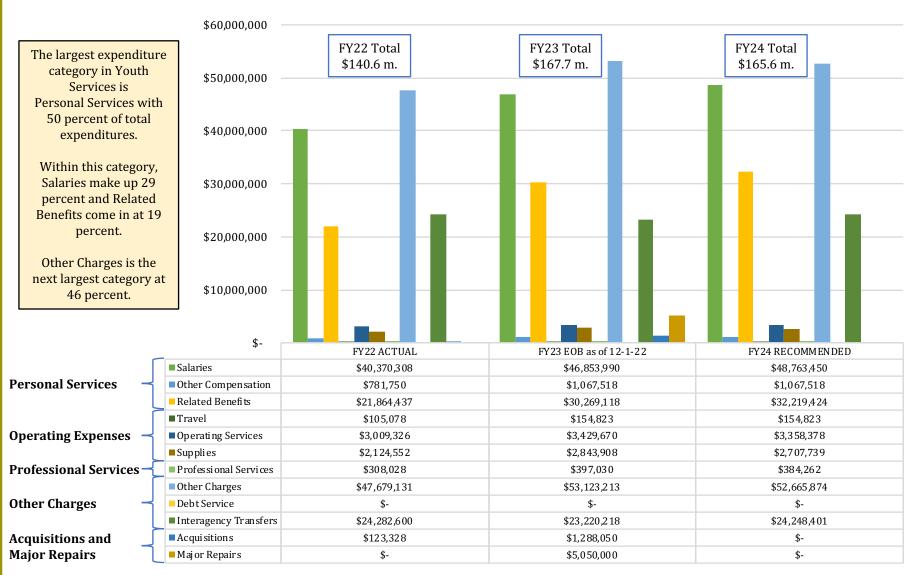
Acquisitions and Major Repairs

- Acquisitions Land; buildings; automobiles; aircraft; accessories; equipment; software; hardware; farm and heavy equipment; boats; capital outlay expenditures; construction; etc.
- Major Repairs Land improvement; buildings; automotive; grounds; boats; aircraft; movable equipment; farm equipment; medical; office; library; education; recreation; communication; other equipment; pollution remediation; etc.

Source: OPB Expenditure Budget adjustment form



Youth Services Categorical Expenditures FY22, FY23, and FY24

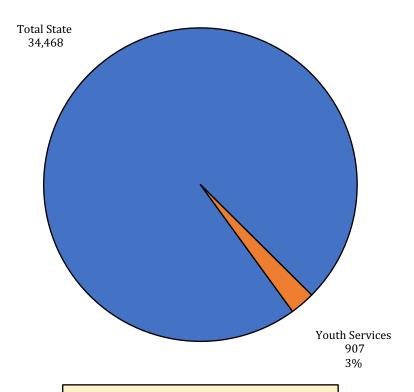




Youth Services

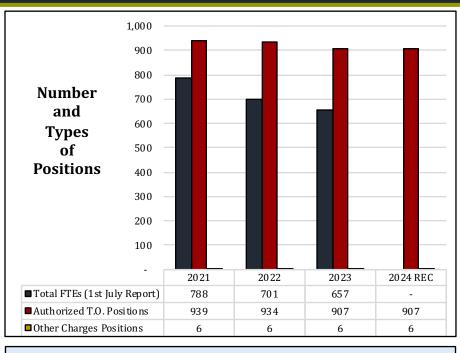
FTEs, Authorized T.O., and Other Charges Positions

FY24 Recommended Department Employees as a portion of FY24 Recommended Total State Employees



FY23 number of funded, but not filled, positions as of February 27 = 247

Youth Services has six (6) **Other Charges positions** at FY24 Recommended. These positions are in educational staff within secure care facilities, grants coordination, health care, and policy and audit.



The full-time equivalent or **FTE** definition refers to the number of hours considered full-time. For example, if an agency considers 40 hours full time, and there are two employees working 20 hours per week, those two employees would be 1.0 FTE.

Authorized Positions are those referred to in the Table of Organization (or T.O.) for each department. This count includes only those positions paid for from the Salaries expenditure category for the organization units and agencies include in each department's appropriation. This excludes positions paid for from other expenditure categories, such as wages or per diem.

Other Charges positions are authorized under R.S. 39:2(5)(b) ...

(5)(b) "Authorized other charges positions" means the number of positions in an appropriation bill to be funded by the other charges continuing category of the accounting system for the state. The number may be adjusted during a fiscal year in accordance with law.

- [Act 377 of 2013 by Rep. Burrell]
- Positions coded in the Other Charges expenditure category
- These positions are usually associated with federal grants



Youth Services

Related Employment Information

Salaries and Related Benefits for the 907 Authorized Positions are listed below in Chart 1. In Chart 2, benefits are broken out to show the portion paid for active versus retired employees. This is where payments for the Unfunded Accrued Liability (UAL) can be found.

Personal 2024 1. 2021 2022 2023 Recommended Services Actual Actual Enacted Salaries \$39,734,881 \$40,370,308 \$46,853,990 \$48,763,450 Other \$668,764 \$781,750 \$1,067,518 \$1,067,518 Compensation **Related Benefits** \$22,866,376 \$21,864,437 \$30,269,118 \$32,219,424 **Total Personal** \$63,270,021 \$78,190,626 \$63,016,494 \$82,050,392 **Services**

•	Related Benefits FY24 Recommended	Total Funding	%
	Total Related Benefits	\$32,219,424	
	UAL payments	\$17,917,382	56%
	Retiree Health Benefits	\$3,977,720	
	Remaining Benefits*	\$21,895,102	
	Means of Finance	General Fund = 95%	Other = 5%

^{*} Remaining Benefits include employer contribution to authorized positions' retirement, health, Medicare, FICA, Emoluments etc. The authorized positions include authorized T.O. positions and authorized other charges positions, both filled and vacant.

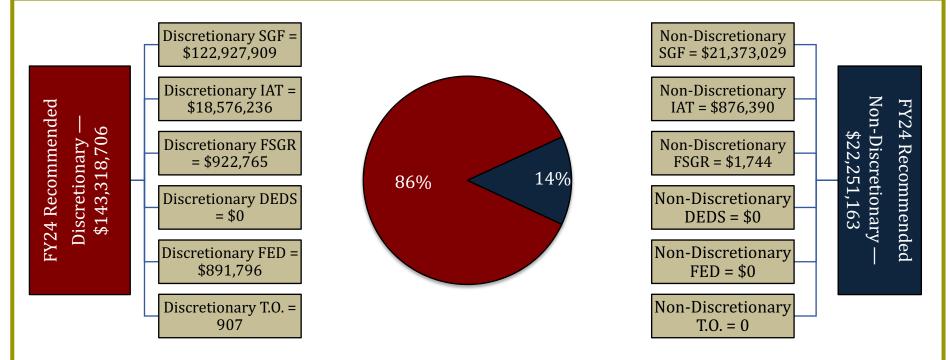
Other Charges Benefits \$99,439 Average T.O. Salary = \$56,494

Examples of Other Compensation include pay for WAE employees, part-time employees, student workers, etc.

Department Demographics	Total	%
Gender		
Female	474	66
Male	241	34
Race/Ethnicity		
White	171	24
Black	523	73
Asian	1	<1
Indian	2	<1
Hawaiian/Pacific		
Declined to State	18	2
Currently in DROP or Eligible to Retire	59	8



Youth Services FY24 Discretionary/Non-Discretionary Comparison



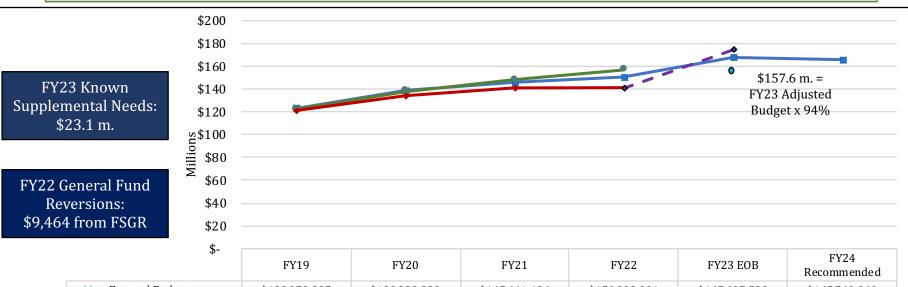
Total Discretionary Funding by Office								
Office of Youth Services	\$143,083,024	99.8%						
Auxiliary	\$235,682	0.2%						
Total Discretionary	\$143,318,706	100.0%						

Total Non-Discretionary Fun	din	g by Type	
Required by the Constitution UAL	\$	17,917,382	80.5%
Debt Service Rent in State-owned Bldgs.	\$	155,682	0.7%
Unavoidable Obligation Retirees' Group			
Insurance	\$	3,977,720	17.9%
Unavoidable Obligation Legislative			
Auditor Fees	\$	80,851	0.4%
Unavoidable Obligation Maintenance in			
State-owned Bldgs.	\$	119,528	0.5%
Total Non-Discretionary	\$	22,251,163	100.0%



Youth Services Enacted & FYE Budget vs. Actual Expenditures FY19 to FY22

FYE Budget = "Fiscal Year End" Budget includes all in-house and regular BA-7s through June 30 of the fiscal year. For FY23, it is as of February.



\$ -	FY19	FY20	FY21	FY22	FY23 EOB	FY24 Recommende d
Enacted Budget	\$122,979,885	\$138,328,329	\$145,641,426	\$150,292,931	\$167,697,538	\$165,569,869
FYE Budget	\$122,462,265	\$138,207,610	\$147,895,861	\$156,754,287		
	\$121,189,153	\$133,951,485	\$140,980,967	\$140,648,537		
─ ← FY23 Expenditure Trend				\$140,648,537	\$174,329,168	

	Monthly Budget Activity											
	FY23 Adjusted Budget			Y23 Aggregate Expenditures	Rei	naining Budget Authority	Percent Expended To Date					
Jul-22	\$	159,637,121	\$	24,667,120	\$	134,970,001	15.5%					
Aug-22	\$	167,697,538	\$	35,994,631	\$	131,702,907	21.5%					
Sep-22	\$	167,697,538	\$	52,935,678	\$	114,761,860	31.6%					
Oct-22	\$	167,697,538	\$	65,535,401	\$	102,162,137	39.1%					
Nov-22	\$	167,697,538	\$	80,557,889	\$	87,139,649	48.0%					
Dec-22	\$	167,697,538	\$	91,959,432	\$	75,738,106	54.8%					
Jan-23	\$	167,697,538	\$	103,697,093	\$	64,000,445	61.8%					

Monthly Budget Activity											
	FY	FY23 Adjusted FY23 Aggregate Budget Expenditures				aining Budget Authority	Percent Expended To Date				
Feb-23	\$	167,697,538	\$	115,073,687	\$	52,623,851	68.6%				
	(Tre	end based on ave	rage	monthly expend	diture	es to date)					
Mar-23	\$	167,697,538	\$	129,887,557	\$	37,809,981	77.5%				
Apr-23	\$	167,697,538	\$	144,701,428	\$	22,996,110	86.3%				
May-23	\$	167,697,538	\$	159,515,298	\$	8,182,240	95.1%				
Jun-23	\$	167,697,538	\$	174,329,168	\$	(6,631,630)	104.0%				

Historical Year End Average

94.0%



Youth Services FY23 Supplemental Request

					FY23 Supp	lementa	l Appropriations Request
Gen. Fund	I.A.T.	Self-Gen.	Stat. Ded.	Federal	Total	T.O.	Description
\$ 660,000	\$ -	\$ -	\$ -	\$ -	\$ 660,000	-	Funding to replace 22 vehicles that are needed for the Secure Care Facilities and Probation and Parole Offices. This will ensure that the caseloads are monitored properly and do not lag in meeting times. This also includes in-home visits, group home visits, visits/check-ins with schools and court hearings.
\$ 1,140,000	\$ -	\$ -	\$ -	\$ -	\$ 1,140,000	-	Funding to purchase 38 new vehicles that are needed for the Secure Care Facilities and Probation and Parole Offices. This will ensure that the case loads are monitored properly and do not lag in meeting times, this also includes in-home visits, group home visits, visits/checkins with schools and court hearings.
\$ 2,300,000	\$ -	\$ -	\$ -	\$ -	\$ 2,300,000	-	Funding to purchase 25 mobile security towers that provide complete thermal security perimeter around the secure care facilities. These towers are currently leased.
\$ 1,200,000	\$ -	\$ -	\$ -	\$ -	\$ 1,200,000	_	Funding to purchase 232 Tasers that are needed as a safety and security measure. These tasers protect against harm from youth with a propensity for violence and highly aggressive behavior.
\$ 11,276,875	\$ -	\$ -	\$ -	\$ -	\$ 11,276,875	-	Funding for costs associated with security patrols provided by Department of Corrections (\$9.1M), Office of State Police (\$958K), Stratigos Dynamics Inc (\$372K), Avoyelles Parish Sheriff's Office (\$532K), and Jefferson Parish Sheriff's Office (\$312K)
\$ 1,500,000	\$ -	\$ -	\$ -	\$ -	\$ 1,500,000	-	Funding for contracts with local detention centers for long-term secure care housing in lieu of state secure care facilities.
\$ 2,032,634	\$ -	\$ -	\$ -	\$ -	\$ 2,032,634	-	Funding to amend WellPath contract (PO 2000544683) and allow encumbering of funds for payment of FY23 services. Increase for current year is due to the need to provide health services at new West Feliciana facility.
\$ 3,000,000	\$ -	\$ -	\$ -	\$ -	\$ 3,000,000	-	Funding for costs associated with Central Juvenile Detention Authority (exact costs undetermined)
\$ 23,109,509	\$ -	\$ -	\$ -	\$ -	\$ 23,109,509	-	TOTAL

This chart shows possible items to be requested by OJJ for FY23 Supplemental Appropriations.

Additional or different supplemental needs may be addressed as regular session deliberations begin.



Youth Services Updates on Youth Population and Treatment

In his presentation to JLCB and to Finance Committee, Commissioner Dardenne outlined several ongoing population and treatment issues in Youth Services, as shown below:

General Fund Investment Office of Juvenile Justice



- Post-pandemic, the current number of youth being served by OJJ (custody and supervision) has increased to 2,885 youth statewide.
- Secure care placement, the most expensive level of OJJ care, has increased by 10.71%. OJJ saw an increase from 56 admissions in the fourth quarter of 2021 to 62 admissions in the fourth quarter of 2022.
- OJJ opened and operates secure care transitional treatment units at Acadiana St. Martinville and Bridge City West Feliciana to ensure youth engaging in violent and aggressive behavior can receive intensive selfregulatory, coping and social skills needed to successfully reintegrate back into the general population at one of the secure care facilities.



FY24 Recommended Youth Services Program

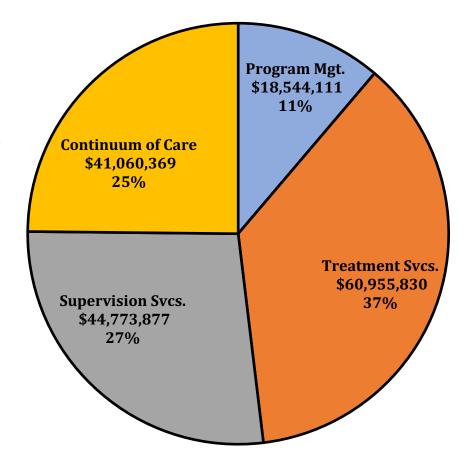
Youth Services - \$165.3 million

Continuum of Care

Provides contract services through community partnerships for skills training, education, mentorship, counseling, and other services.

Supervision Services

Provides for probation and parole supervision, as well as residential and non-residential treatment services



Program Management

Provides for implementation and administration at the state level with the goal of serving the needs of youth and their families while protecting public safety.

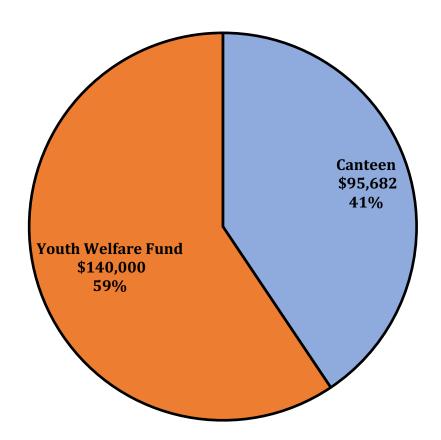
Treatment Services

Provides for youth who have been adjudicated to secure care custody at Swanson Center for Youth, Columbia Center for Youth, Acadiana Center for Youth, and Bridge City Center for Youth.



FY24 Recommended Auxiliary Program

Auxiliary Program - \$235,682



Canteen

Canteens are operated for youth at secure care facilities and allow them to purchase small personal items. This activity is self-sufficient because sales are used to replenish inventory.

Youth Welfare Fund

Provides for educational, recreational, and social opportunities for youth. This activity is funded by Fees and Self-generated Revenues derived from telephone commissions at secure facilities.



Youth Services Juvenile Justice Tiered System Update

Response from OJJ:

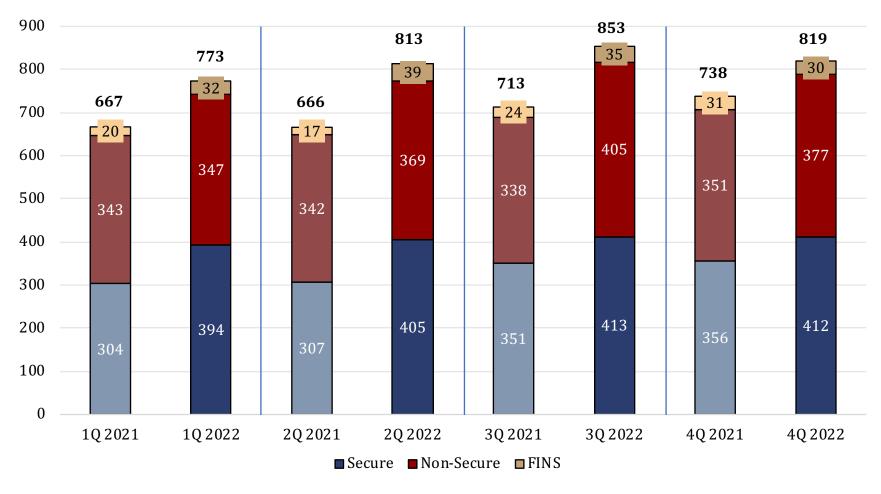
- 1) Act No. 693 of the 2022 Regular Session provides for the creation of a tiered system of secured juvenile facilities.
- 2) Assessments are used to classify all youth offenders as high risk, medium risk, and low risk.
- 3) Risk factors include but are not limited to age, sex, criminogenic, and aggressive tendencies.
- 4) The tiered system allows OJJ the ability to place youth in the appropriate secured setting based upon the youth's current risk level.
- 5) Since the passage of the law, OJJ has created policy and procedures for the utilization of the tiered system.
- 6) Additionally, with the opening of the transitional treatment unit facility at BCCY-WCFY, OJJ has been able to start the utilization of the tiered system model.
- 7) Upon completion of the construction of the new Swanson Monroe Facility, OJJ will bring on-line a 72-bed high risk facility that will allow the state to fully implement the provisions of Act No. 693.



Louisiana Juvenile Justice Indicators

Number of Youth by Custody Type

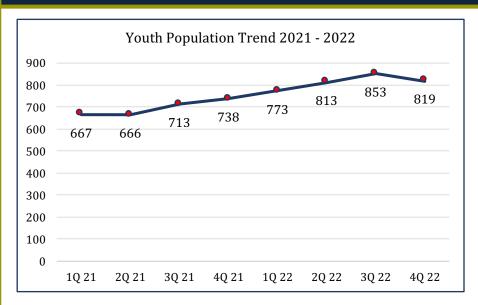
Number of Youth by Custody Type Year-over-Year Comparison by Quarter

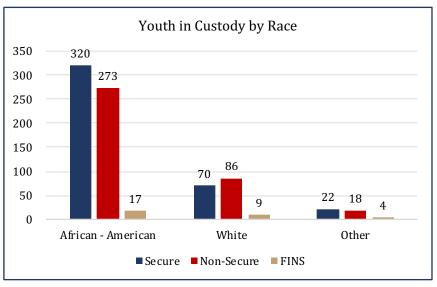


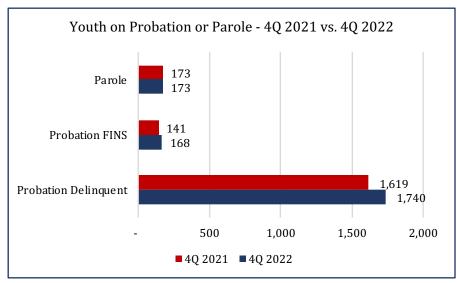
Data Source: Youth Services, Office of Juvenile Justice

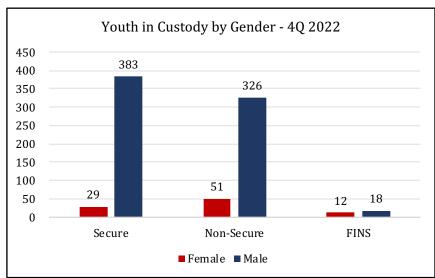


Louisiana Juvenile Justice Indicators 4th Quarter 2022











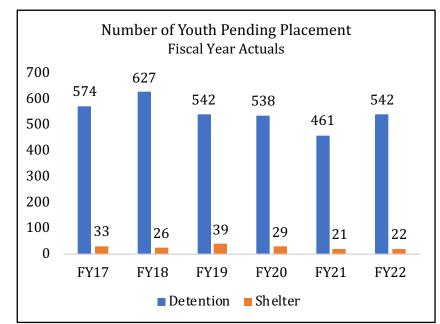
FY24 Schedule 20 - Other Requirements 20-452 Local Housing of State Juvenile Offenders

Total Funding	FY22 Actual	FY23 Enacted	FY23 E0B as of 12-1-22	FY24 Recommended	Difference FY23 EOB to FY24 REC
Local Housing of State Juvenile Offenders	\$1,926,373	\$2,016,144	\$2,016,144	\$2,015,575	(\$569)
Local Housing of Juvenile Offenders Program	\$1,926,373	\$2,016,144	\$2,016,144	\$2,015,575	(\$569)
Means of Finance	FY22 Actual	FY23 Enacted	FY23 EOB as of 12-1-22	FY24 Recommended	Difference FY23 EOB to FY24 REC
State General Fund	\$1,926,373	\$2,016,144	\$2,016,144	\$2,015,575	(\$569)
Interagency Transfers	\$0	\$0	\$0	\$0	\$0
Fees and Self-generated Revenues	\$0	\$0	\$0	\$0	\$0
Statutory Dedications	\$0	\$0	\$0	\$0	\$0
Interim Emergency Board	\$0	\$0	\$0	\$0	\$0
Federal Funds	\$0	\$0	\$0	\$0	\$0
TOTAL:	\$1,926,373	\$2,016,144	\$2,016,144	\$2,015,575	(\$569)

Local Housing of State Juvenile Offenders provides funding to parish and local facilities for youth who have been adjudicated delinquent and are waiting on transfer to Youth Services for placement.

Budget Adjustments:

• (\$569) SGF — Reduces State General Fund (Direct) for Office of Technology Services.





20-452 Local Housing of State Juvenile Offenders Changes in Funding since FY16

Total Budget by Fiscal Year and Means of Finance (in \$ millions)

Change from FY16 to FY24 is -29% Change from FY16 to FY22 is -32%





Youth Services – LLA Studies and Reports

Use of Room Confinement/Isolation in Juvenile Detention Centers and Secure Care Facilities *April 20, 2022*

An examination of the use of room confinement/isolation in juvenile detention centers (local) and secure care facilities (state) in the state during calendar years 2019 and 2020 found 6,188 instances of room confinement in detention centers involving at least 1,318 youth. The average length of confinement was 20.7 hours. The most common reason for room confinement was youth-on-youth fighting and physical aggression, and most instances involved 16-year-old black males. In addition, 751 instances of room confinement involving approximately 217 youth in secure care facilities were found. The average length of room confinement was 137 hours. The most common reason for room confinement was threats, cursing or violence toward staff, followed by disruptive behavior. Most instances involved 16-year-old black males.

Louisiana Department of Public Safety and Corrections – Youth Services – Office of Juvenile Justice *October 24, 2022*

For the third consecutive engagement, OJJ did not maintain adequate internal controls over employee time and attendance records. A prior-report finding related to weakness in controls over professional services medical expenditures was resolved.



FY24 Recommended Total State Correctional Costs Adult and Juvenile Combined

